

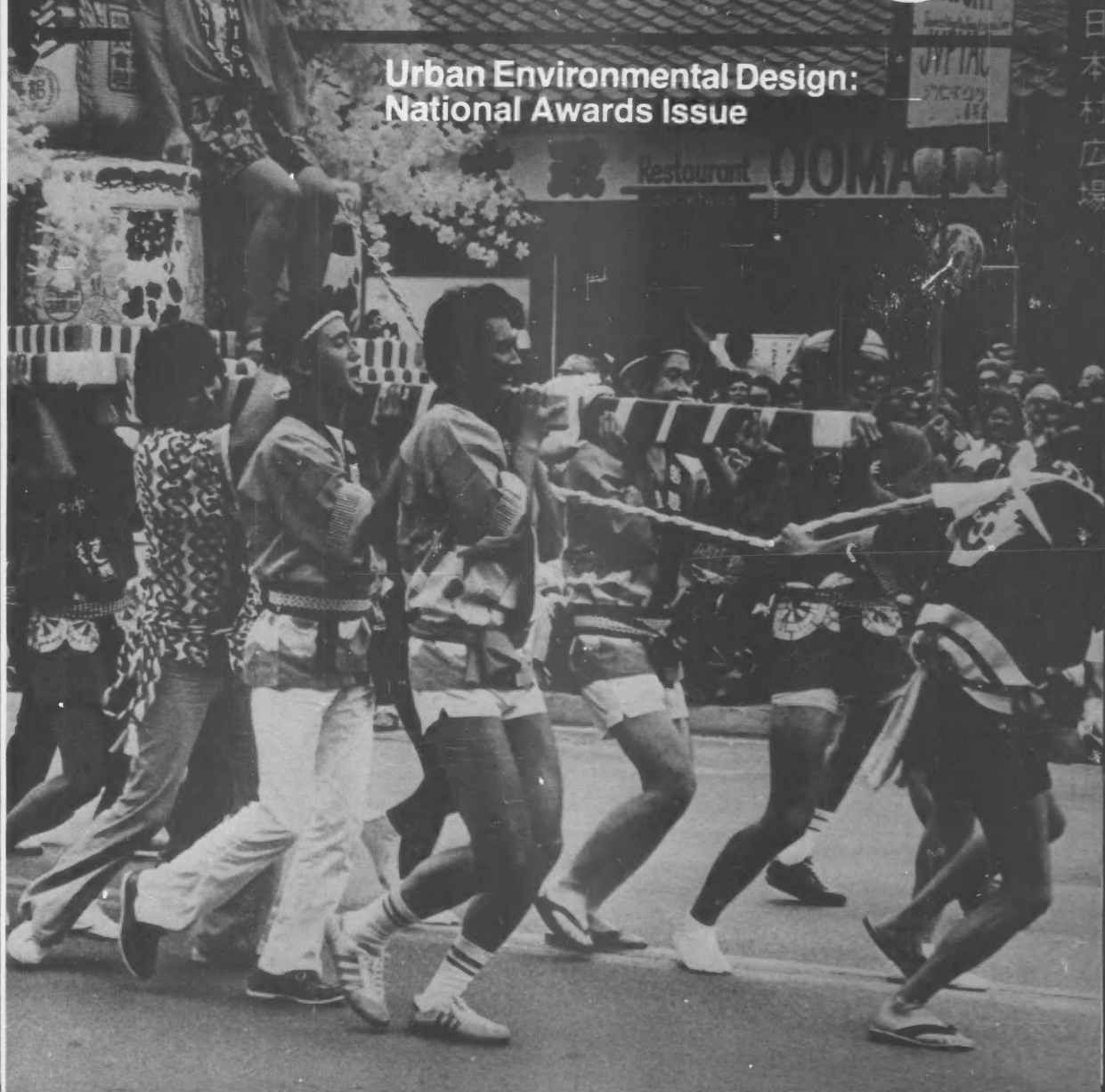


U.S. Department of Housing and Urban Development  
Washington, D.C. 20410

Volume XI Number 12 December 1980 \$1.40

# Challenge!

Urban Environmental Design:  
National Awards Issue





Major provisions of the Housing and Community Development Act of 1980 include:

## **Housing Programs**

— The Bill authorizes \$31.2 billion for the Department of Housing and Urban Development (HUD)'s low- and moderate-income assisted housing programs. Depending on appropriations action, this will support up to 290,000 assisted housing units. Although \$2 billion less than the President's request, this represents a 30 percent increase above the 1980 level and reflects the importance the administration and Congress attach to housing for low- and moderate-income families.

— In accordance with the administration's recommendations, it updates the Emergency Home Purchase Assistance Act ("Brooke-Cranston" program) and revises the Section 235 program to make these programs suitable to address cyclical declines in the housing industry. The administration will monitor the housing market carefully to determine whether the Brooke-Cranston program should be implemented or other actions taken to moderate a downturn in housing.

— It establishes the Public Housing Comprehensive Improvement Assistance program to restore and modernize the entire 1.2 million unit public housing inventory, also making it energy efficient and accessible to the handicapped. For FY 1981, the Bill authorizes more than \$1 billion in improvements.

— The Bill establishes the Temporary Mortgage Assistance Payments (TMAP) program to prevent defaults by homeowners who are temporarily unable to make payments on Federal Housing Administration (FHA)-insured mortgages for reasons beyond their control, such as illness or unemployment. Under TMAP, HUD will make payments on behalf of the homeowner, thus avoiding the substantial outlay for the entire mortgage insurance claim.

— It increases FHA mortgage limits for high cost areas and for mobile homes.

## **Community Development Programs**

— The Bill reauthorizes Community Development Block Grant (CDBG) and Urban Development Action Grant (UDAG) programs for 3 years. FY 1981 level for CDBG is \$3.81 billion; for UDAG, it is \$675 million. Energy planning and conservation activities become eligible for CDBG funds.

Since it was enacted in 1977 at the request of the administration, the UDAG program has served as a major tool of urban revitalization. The first \$1.5 billion of UDAG funds generated \$8.5 billion of private investment and over 400,000 jobs in distressed cities. UDAG is a centerpiece of the President's effort

to bring new jobs and private sector investment to our Nation's most distressed areas.

— The Bill reauthorizes the Section 312 Housing Rehabilitation Loan program for 2 years at a FY 1981 level of \$144 million.

## **Condominium and Cooperative Abuse Relief**

— The Bill authorizes condominium and cooperative unit owners' associations to bring suit in Federal court to have certain long-term leases (most commonly for recreational facilities) declared void under specified circumstances. It also permits those associations to terminate certain self-dealing contracts for maintenance and management. This fulfills the President's commitment to obtain legislation to provide judicial relief for condominium and coop owners who have suffered financial hardship because of unconscionable long-term leases.

## **Home Mortgage Disclosure**

— The Home Mortgage Disclosure Act (HMDA) requires federally supervised lenders to disclose the amount and location of mortgage loans they have made. The Bill reauthorizes and extends HMDA for 5 years, thereby preserving this important tool for avoiding redlining, for promoting investment in neighborhoods, and for developing public-private partnerships between community groups and lenders.

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- 4 Striving for Excellence in Design
- 6 For the Eighties – Urban Design Administration in City Hall
- 8 City/Merchant Design Process Leads to Unique Redevelopment
- 10 HUD's Urban Environmental Design Awards – 1980
- 22 Seattle's Precursor to UDAG – Freeway Park
- 26 Post-Occupancy Evaluation: Communication of Real Needs in Housing
- 28 Constraint as a Virtue in Design Administration

#### Departments

- 2 Looking Ahead
- 25 International Affairs
- 31 Lines & Numbers

#### What Is UED?

The term urban environmental design (UED) is derived from the National Environmental Policy Act of 1969 and the Housing and Urban Development Act of 1974 which require an interdisciplinary approach to environmental design in any federally-assisted construction. The Department of Housing and Urban Development underscored its own commitment to UED in 1978 by making it an eligible administrative cost within the Community Development Block Grant Program that assists most American cities. UED has greatly expanded the traditional definition of design to embrace the multiple activities – zoning regulation, tax policymaking, social programming, and so on – that in the real world determine the form of what gets built, where, and how.

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## Striving for Excellence in Design

by Moon Landrieu  
Secretary, U.S. Department of Housing  
and Urban Development



HUD Secretary Moon Landrieu welcomes the interdisciplinary jurors for the 1980 HUD National Awards for Urban Environmental Design: (l. to r.) – Donald Mehlburger of Mehlburger, Tanner, Renslaw & Assoc., Inc., and former Mayor of Little Rock, Ark.; Andrew Euston, AIA, of HUD, Professional Advisor to the HUD Jury; Jerome Pratter, Esq. of Team Four, from St. Louis, Mo.; Pietro Belluschi, FAIA, architect from

Portland, Oreg.; Raquel Ramati, Director of the New York City Urban Design Group; Secretary Landrieu; Mayor J. Kenneth Blackwell, Cincinnati, Ohio; Mary Means, Director of the Main Street Center of the National Trust for Historic Preservation, Wash., D.C.; Barry Elbasani, AIA, of ELS Design Group, Berkeley, Calif.



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On April 14 of this year, I had the pleasure of presenting our 1980 HUD National Awards for Urban Environmental Design. Twenty-nine awards were granted for excellence and innovation in the design of HUD-supported projects, in the successful creation of larger scale solutions and in administration of design.

The 1980 HUD design awards brings a note of optimism to the future of our built environment. Over half of them were for projects that promoted conservation of energy, or the urban fabric, or both. These awards recognize the value of recycling buildings, of well-designed higher density uses of land, and of energy conscious architecture. This year's winners demonstrate that UED is underway at local, State and Federal levels.

HUD's biennial awards have progressed far beyond the mere recognition of product. They extend to the process, the consequences, and the steps necessary to achieve outstanding results. Often, several

Federal agencies and State agencies are involved. Design approaches in this year's entries include the integration of complex multiagency, multipurpose design and development strategies; unique forms of public/private cooperation; implementation through zoning, legal, tax and institutional innovation; exemplary printed materials; and significant degrees of involvement in the design process by users and the public.

Today perhaps more than ever before we are challenged to strive for excellence in design. We are facing shortages of land and energy and other factors that will have significant implications for the development choices we have in the 1980's and beyond.

Cities need approaches that voters can trust and that administrators can rely upon. As our resources, settlement patterns, lifestyles and urban choices begin a new epoch of change, our methods of shaping our environment must also change to reflect this new order of reality.

Our 1980 design awards illustrated, for all levels of government and the private sector, the rich diversity inherent in UED

and the design excellence it produces: humane and affordable housing, effective communications for citizens, respect for the past, and confidence in the future. Those who were honored by awards for design excellence brought a message to all American cities and towns that they too can help to improve and strengthen the quality of life in America.

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*Scenes from Wilkes-Barre –*

*Design attention has been focused down to the smallest detail in these specially crafted brick pavers for the Wilkes-Barre downtown shopping district.*

*Downtown seating designed to be lively with or without occupants.*

*Following the ravages of Hurricane Agnes the city reclaimed and recreated a thriving commercial hub that binds together a traditional farmers' market area, a park and the commercial and shopping core.*



## For the Eighties – Urban Design Administration in City Hall

by Andrew Euston, AIA

As the eighties begin, it is worth a look at the most recent selection of national Honor Award activities, funded in part by HUD. From 351 entries the 1980 interdisciplinary jury of seven private citizens and local officials selected 28 for recognition. One, center city Philadelphia's The Gallery at Market East, received an award for both Project Design and for Urban Design Administration – two of HUD's three design award categories. The other is Urban Design Concepts, which applies to larger programs and systems of development.

These 1980 awards reflect an overwhelming turn towards urban conservation in projects entered from all around the U.S. In conferring the awards, Secretary Moon Landrieu personally expressed his view, as a former developer and large city mayor, that, "cities must use their development dollars with the ingenuity that lies behind these design awards." In the stories that follow, several patterns will be seen that can prepare us for the pivotal decade ahead in our predominantly urban society.

Besides conservation, reuse and rehabilitation one lesson comes through especially clear. City government is increasingly where our society looks for leadership and competency in urban change. Where physical change happens the results last for decades and the quality of design and performance has wide impact.

At HUD, through these awards programs, we are following the evolution of a new field of city management called urban environmental design or "UED."

Community Development Block Grant UED is an eligible Community Development Block Grant administrative cost that HUD supports. Most of the 1980 design awards reflect significant UED or "urban design administration" input from city agencies. From such varied locations as Albuquerque, Los Angeles, Macon, Milwaukee and Seattle we have selected our examples.

Seattle's Pike Place Market is a case which shows how design administration saved a treasured social, economic and environmental asset. Partly through the "UED" administrative tool of development rights purchase in outlying truck farm communities, the market's source of produce was assured and the basis for sensitive rehabilitation secured.

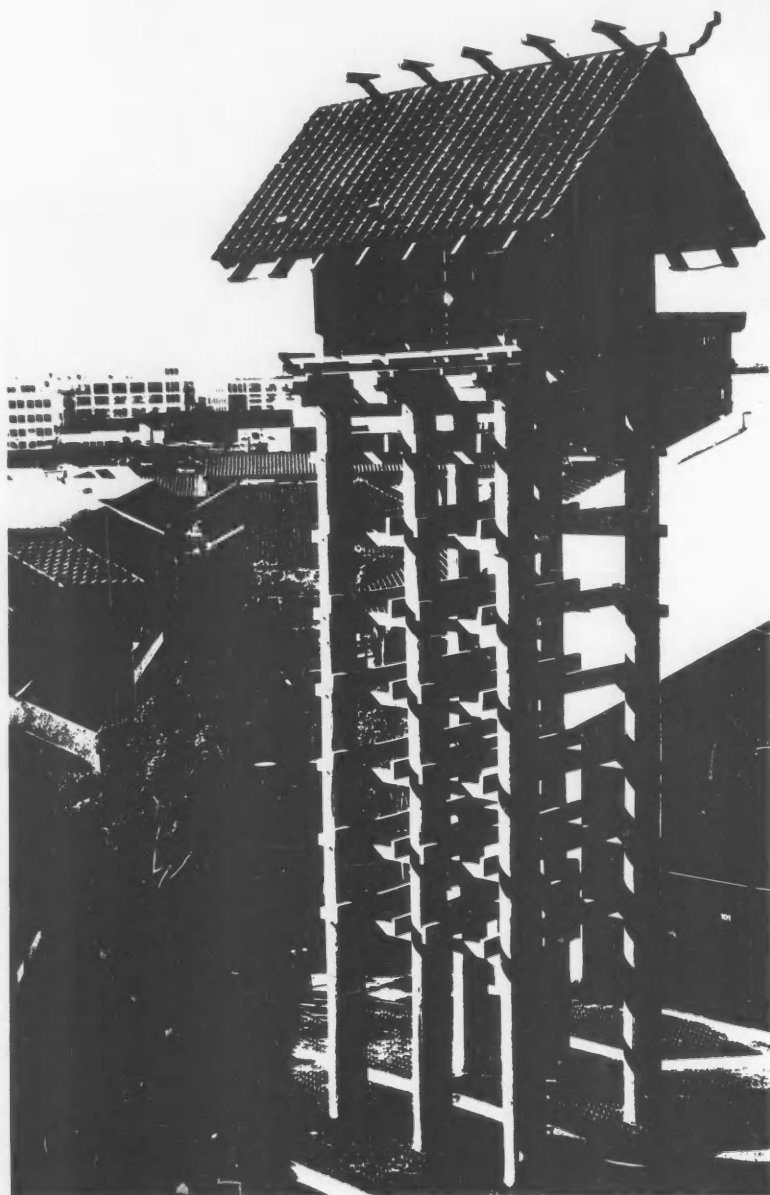
In Macon and in Los Angeles the city government enabled shopkeepers to survive and prosper. The businessmen of Little Tokyo in Los Angeles were led by one individual who was architect, general contractor and a client – one of 22 small businessmen. The design process enabled such people to create and own a good sized shopping center – a rare achievement.

The Freeway Park story in Seattle showed how, some years before the UDAG program, one city used design administration to package and simultaneously resolve some conflicting social, economic and environmental concerns, producing highway joint development. As in Seattle, the concerns of citizens and their ability to be heard and involved are central to the awarded design communications activities of Albuquerque's post occupancy evaluation

(P.O.E.) program and Milwaukee's FOCUS community development newsletter.

From the 1980 award activities and from the many other excellent programs that were entered, a series of publications is now evolving to point the way towards building better cities. The National League of Cities is helping its local government members to adopt these design administration methods in increasing numbers. A research team of interdisciplinary environmental designers from Rice University in Houston, Texas, Massachusetts Institute of Technology and the University of California at Berkeley is completing a major guide manual on urban design administration for CDBG agencies, developers and citizens. Through demonstration projects in UED organizations such as the National Trust for Historic Preservation (through its Main Street Center) and the Project for Public Spaces, Inc. founded by author/urbanist William H. Whyte (author of *The Last Landscape*) HUD is spreading the techniques of design administration.

Whether or not the process of making a development project happens to involve conventional design activity, every physical change is a design change. Item by item our urban living environment is altered in some way – and with it the quality and workability of urban life. Urban environmental design is thus an aggregate of the public and private decisions that guide investment in the built environment of cities and towns. Mr. Euston is Senior Urban Design Program Officer, HUD Headquarters, Wash., D.C.



## City/Merchant Design Process Leads to Unique Redevelopment

by Deborah Steiner

*Drawn from the Awards Program entry of David Hyun, AIA*

The Japanese Village Plaza (JVP) is proof of the ability of city government to help local merchants to organize, successfully fight off urban blight and save their businesses. JVP, a community oriented shopping center, has resulted in added pride and vitality in the Japanese community of Los Angeles, California. Design has been the key to this outstanding result — perhaps the first example in the United States in which small businesses have created and own a large shopping center. Quality in the design details and initiative and competency in the design administration process have added up to a great success in Little Tokyo.

### The Japanese People

Little Tokyo, home of the Japanese and also Koreans, Chinese, Filipinos, Thais, Vietnamese, and other Asians, was first founded by Japanese immigrants in the early 1900's. World War II brought a forced removal of the Japanese community from Little Tokyo in 1942. Beginning in 1946, the Nisei community, honored for its valor in war, returned to Los Angeles in ever increasing numbers, and Little Tokyo rapidly expanded and prospered. Twenty years later, Little Tokyo was undergoing urban blight. The Japanese community found homes and jobs in suburbs and made only periodic pilgrimages to Little Tokyo to enjoy ancestral foods, language and customs.

### Mama and Papa Stores

Historically the commercial life of Little Tokyo was organized upon small fragments of land with small retail outlets individually operated in the tradition of

Mama and Papa stores. Most importantly, these small stores were the resources needed to continue the many valuable cultural traditions of Japan. In the early 1960's the merchants on the north side of First Street in Little Tokyo were informed of a proposed street widening and the removal of their stores.

The community of Little Tokyo realized the need to organize in order to save its stores and to fight urban blight, and in 1970, the Little Tokyo Redevelopment Project was officially recognized and funded. From the very beginning redevelopment was not simply the construction of sticks and stones, but rather social processes of city, agency, and community in partnership with private development. The Little Tokyo Redevelopment Project first completed a Buddhist Temple, a Christian Church, senior citizens' housing, and a high rise hotel.

In 1976, 22 merchants, organized under Japanese Village Plaza, Ltd., submitted a bid to develop the specialty shopping center in Little Tokyo. This bid was made after 5 years of failure by two previous development groups and with awareness that the social processes would require government established criteria, controls, and monitoring to insure a genuine community oriented shopping center.

Mama and Papa stores, through ownership and tenancy, are a key to the success of Japanese Village Plaza. They provide the basic contacts and reasons for community support. They provide the unyielding independence, honesty, and courtesy which are required for success in a neighborhood shopping center. Additionally, the Mama and Papa stores provide continuation of the genuine cultural climate and the historical social patterns in Little Tokyo. Above all, Mama and Papa stores are united and winning renewed life and vitality through the shopping center mechanism.

#### **Developer/Owner of Japanese Village Plaza**

Japanese Village Plaza was developed one year and six months from the time of agreement to the time of the grand opening. This unusual speed of development was achieved through the usual channels of redevelopment procedures despite major construction obstacles such as: record winter rains of 1978; complex phased construction under single construction loan agreement; 166 tenant change orders; sub-soil problems and cost overruns of almost 180 percent of equity investment without assessment or watering of interests of limited partners.

The power, capability, maneuverability and reserve resources of the developer/owner were organized through Japanese Village Plaza, Ltd., a limited partnership of 22 limited partners and six general partners. This partnership worked under the leadership of a single individual with all the powers of all the general partners. Because loss of time can be the single most costly and potentially most ruinous problem in development, the managing general partner was created to compel resolution and progress on an individual basis.

Great expression of trust and confidence by partnership, community, agency and the city was necessary to allow effective performance of the managing general partner, David Hyun Associates. David Hyun Associates served the partnership as developer, architect, and consultant general contractor.

#### **Grand Opening/Activities**

The grand opening ceremonies of JVP were attended by many dignitaries of the local and greater Los Angeles area as well as a large and colorful representation from the Japanese community. This mixture of community and ethnic support has continued and is also reflected in the JVP cultural events which have earned extensive national and international media coverage. These events have included the

welcoming of the 1979 Christmas season with the arrival of Santa Claus, of Japanese ancestry, who arrived riding in an ancient Japanese carrier, the "Mikoshi." The opening ceremonies of "Nisei Week" in August 1979, featuring the Nisei queen and her court were also held in JVP. On the successive weekends of March 1 and April 8, 1979, the annual "Hanamatsuri" services in celebration of Buddha's birthday were held in JVP by the Los Angeles Buddhist Church Federation, which represents seven national churches.

#### **Achievements**

The overall success of JVP is evident in many ways. The primary goal of helping the Mama and Papa stores in Little Tokyo has been achieved. Practically all the JVP tenants are operating profitably and more than a year after the grand opening, not a single store closure has occurred. Much of this success is due to JVP's introduction of a regular promotion program based on mandatory financial contributions from the tenants and landlord. Tenants help to manage the program through a merchants' association while the landlord provides extra contributions and a professional promotions manager. These promotions of the Mama and Papa stores together with community resources have helped achieve the goals of redevelopment by creating the increased market necessary to the success of the shopping center.

Additionally, JVP has succeeded in bringing the local community back to Little Tokyo in increasing numbers. Issei, Nisei, and Sansei are coming back to revisit Little Tokyo more frequently. Other Asians such as Koreans, Chinese, Thais and Vietnamese are also attracted, and business has improved markedly for stores throughout Little Tokyo.

The growing number of visitors coming from these areas attests to the achievement of JVP in returning people to the heart of the City of Los Angeles.

*Ms. Steiner is Special Assistant to HUD's Senior Design Program Officer, Wash., D.C.*

## HUD's Urban Environmental Design Awards — 1980

### Project Design Awards

#### **The Gardens Apartments: San Mateo, California**

The outdoors and indoors are brought together at the Gardens apartment complex through the use of indoor and outdoor garden courtyards. The \$3 million complex, built to house singles or young childless couples, also displays a sensitivity to the existing trees and slopes of the beautiful site.

#### *Architects:*

Howard J. Backen  
Backen, Arrigoni and Ross, Inc.  
San Francisco, California

#### *Consultants:*

P.O.D. (landscape architects)  
Orange, California  
J.S. Papp, Associates (structural engineer)  
Redwood City, California  
Jay Hammond (civil/structural engineer)  
Palo Alto, California

#### *Administration:*

City of San Mateo, Jane Baker, Mayor  
San Mateo Planning Department

#### *Client:*

M.H. Podell Company  
Burlingame, California

#### **Glencoe Apartments:**

#### **Mt. Auburn Neighborhood, Cincinnati, Ohio**

The Mt. Auburn Good Housing Foundation with the help of the City of Cincinnati transformed the Glencoe Apartments from a decrepit old building with only a few tenants into a model of inner-city housing rehabilitation. As work progressed, the few residents were given temporary relocation assistance and priority for occupancy of the remodeled units. The remaining apartments are rented to other low-income families.

#### *Architecture and Planning:*

Bruce Goetzman, AIA  
Goetzman and Follmer, Architects  
Cincinnati, Ohio

#### *Administration:*

City of Cincinnati, J. Kenneth Blackwell,  
Mayor  
Office of Architecture and Urban Design  
Ronald Kull, AIA, City Architect  
Michael Pachen (project supervisor)  
Robert Richardson (project architect)  
Nell Surber, Director of Development  
Cincinnati, Ohio

#### *Client:*

Mt. Auburn Good Housing Foundation  
Carl Westmoreland, President  
Cincinnati, Ohio



### **Ponderosa Village: Camarillo, Calif.**

Set against a backdrop of majestic California Mountains, Ponderosa Village Apartments is a mix of bright indoor spaces and lush landscaping outdoors. The elderly housing project in Camarillo, California, contains 90 one-bedroom apartments with large expanses of glass to give residents a great view of their surroundings.

The design of the Ponderosa Village and its siting combine to make a successful living facility, incorporating those features which promote ease of living and social integration.

#### *Architects:*

Peter Kamnitzer, AICP  
Kamnitzer, Cotton, Vreeland  
Los Angeles, California

#### *Consultants:*

Owen Peters, ASLA (landscape architect)  
Eriksson, Peters and Thomas  
Pasadena, California  
Brian L. Cochran and Associates (structural engineer)  
Los Angeles, California  
Paul S. Bennett, Inc. (mechanical engineer)  
Hollywood, California  
G and W Consulting (electrical engineers)  
Norma Hadley (interior design)  
Los Angeles, California

#### *Local Government Participants:*

City Council of Camarillo  
Department of Planning and Community Development  
City of Camarillo, California  
Ventura County Area Housing Authority  
Somis, California

#### *Clients:*

Ronald Levine Construction and Investment Corp.  
Beverly Hills, California  
Thomas Safran and Associates  
Los Angeles, California

### **Villa Victoria Apartments: Boston, Massachusetts**

The Victorian rowhouses where Puerto Rican immigrants lived in "the South End Urban Renewal Area" of Boston were to be demolished.

With political strength acquired through community organization and church funding, the immigrants began talking with local redevelopment authorities and HUD, insisting that their homes and the culture of their neighborhoods be preserved.

The result was Villa Victoria, a project combining preservation, adaptive reuse, and new construction to provide renovated and new apartments, apartments for senior citizens, commercial facilities, public open spaces, and children's play areas. Dislocation was avoided by proceeding with Villa Victoria in small stages so that existing tenants could be temporarily moved and then returned to renovated housing.

#### *Architecture and Planning:*

John Sharratt Associates, Inc.  
Boston, Massachusetts

#### *Consultants:*

Brown-Rona, Inc.  
Boston, Massachusetts  
Herbert G. Keating  
N. Scituate, Massachusetts

#### *Administration:*

City of Boston, Kevin H. White, Mayor  
Boston Redevelopment Authority

#### *Developer:*

ETC Developers, Inc.  
Boston, Massachusetts

#### *Sponsor:*

IBA (Inquilinos Boricuas en Accion)  
Jorge Hernandez, Executive Director  
Boston, Massachusetts

### **Walnut Hill Apartments: Haverstraw, New York**

Built on the slope of a steep hill overlooking the Hudson River, the Walnut Hill Apartments contain 180 one-bedroom rental apartments for low- and moderate-income elderly people. The unique design, which incorporates the natural slope of the land, specifically accommodates problems of elderly and handicapped individuals by providing ramps at all grade changes.

Parking is nearby but generally screened from view. Landscaping and the sloping grade help to give each apartment a unique appearance.

#### *Architects:*

William H. Eisenberg (project architect)  
Smotrich and Platt, Architects/Planners  
New York, New York

#### *Consultants:*

Environmental Systems Planning (landscape design)  
Sandy Hook, Connecticut  
William Atlas (structural engineer)  
New York, New York  
Woodward-Clyde (soils engineer)  
Clifton, New Jersey  
Robert Ettinger (mechanical engineer)  
New York, New York

#### *Administration:*

Philip Rotella, Town Supervisor  
Haverstraw, New York

#### *Client:*

New York State Urban Development Corporation  
New York, New York  
Related Housing Companies  
Stephen M. Ross, President  
New York, New York

### **Butterfield Senior Center: Cincinnati, Ohio**

Cincinnati, Ohio, saved a designated historic building and created a senior center all in one effort with the Butterfield Center. A modern addition that respects but does not imitate the historic building was built and thus tripled the useable space. Membership at the center has doubled and increased activities include, dancing, dining, arts and crafts, and much more.

*Architect:*

Donald E. Stevens, AIA  
Smith — Stevens Architects  
Cincinnati, Ohio

*Consultants:*

Kenneth W. Smith, P.E. (structural engineer)  
A—E Design Associates  
Stephen Varnosi, P.E. (mechanical engineer)  
Robert J. Morris, P.E. (electrical engineer)  
Cincinnati, Ohio  
Chambers and Chambers Architects (historic)  
Akron, Ohio

*Administrative Team:*

Martin J. Griesel (project manager)  
Cincinnati Department of Development  
Bret McGinnis, Superintendent  
Cincinnati Recreation Commission

*Client:*

City of Cincinnati, J. Kenneth Blackwell,  
Mayor

### **Heritage Plaza East Salem, Massachusetts**

Forty acres of structures, originally scheduled to be demolished, now form the heart of the historical, governmental, and commercial center in downtown Salem. Emphasis on pedestrian and open space networks has resulted in convenient access to shopping and cultural facilities. Old and new buildings are designed to blend together in an historic architectural style, adding new life and mixed-use to downtown Salem.

*Architects/Urban Design/Planners:*  
The Delta Group  
Philadelphia, Pennsylvania

*Consultants:*

Sherl J. Winter (sculpture)  
Philadelphia, Pennsylvania

*Administrative Team:*

Dominic Marraffa, Chairman  
Christopher G. Olney, Executive Director  
(project administrator)  
Israel Davidson (project engineer)  
Salem Redevelopment Authority

*Client:*

City of Salem, Jean A. Levesque, Mayor

### **Western Canal and Ecumenical Plaza: Lowell, Massachusetts**

The City of Lowell recognized the historical value and recreational potential of its canals and planned for the beautification of Western Canal.

Community input greatly affected the design of the pedestrian plazas, pathways, landscaping, and lighting which now link the canal to the neighborhood. Residents and business owners are doing their part to fix up their properties and help beautify Lowell. Now the canal is a focus for the neighborhood and the city instead of an embarrassment.

*Architects:*

Paul C. K. Lu and Associates  
Architects/Landscape Architects/Planners  
Belmont, Massachusetts

*Consultants:*

Fenton G. Keyes Associates (engineers)  
Waltham, Massachusetts

*Administrative Team:*

John F. Tavares, Director  
Lowell Model Cities Agency

*Participating Organizations:*

Acre Model Neighborhood Organization, Inc.  
(AMNO)  
Lowell, Massachusetts

*Client:*

City of Lowell, Massachusetts,  
Robert C. Maguire, Mayor

### **Reconstruction of World War II Veterans Memorial Park: Woonsocket, Rhode Island**

Renovation of World War II Veterans Memorial Park has helped stop a 20-year trend of physical and economic decline in Woonsocket, Rhode Island. The city has transformed what was once an ugly swimming pond into a pool-like cove with fountains and a beach. Also in the park are various recreational facilities and an amphitheater. A decrease of vandalism in the community and increased community pride are also evidence of the park's success.

#### *Landscape Architect:*

Albert Veri, ASLA  
Providence, Rhode Island

#### *Administrative Team:*

Joel D. Mathews (urban designer)  
Woonsocket Department of Planning and Development  
Robert L. Bendick, Jr., Assistant Director  
Rhode Island Department of Environmental Management

#### *Client:*

City of Woonsocket, Gerard J. Bouley, Mayor  
Marcel Valois, Director of Planning  
Woonsocket, Rhode Island

### **Gallery at Market East: Philadelphia, Pennsylvania**

The Gallery at Market East is an urban version of the suburban shopping mall and has revitalized Philadelphia's major retailing district. The four-level, sky-lighted pedestrian mall, which is directly tied to Philadelphia's mass transit system, was built by the City of Philadelphia and the Rouse Company of Columbia, Maryland. The use of air and subsurface rights and combined use of public facilities and retail stores make the Gallery a prime example for other center city mall efforts.

#### *Architects:*

John A. Bower, Jr., FAIA (design)  
Roger B. Lewis, AIA (project architect)  
Robert Mannel, AIA (project architect)  
Bower Fradley Lewis Thrower/Architects  
Philadelphia, Pennsylvania

#### *Consultants:*

RTKL (graphics and tenant criteria)  
Sylvan R. Shemitz and Associates, Inc. (lighting)  
West Haven, Connecticut

#### *Administration:*

Philadelphia Redevelopment Authority  
Peter Carlino, Chairman  
Gerald Maier (project director)  
George Schaeffer (construction manager)  
Philadelphia City Planning Commission  
G. Craig Schelter (urban design)

#### *Retail Developer:*

The Rouse Company  
Columbia, Maryland  
Scott Toombs (project director)  
Lauren Askew, AIA

#### *Client:*

Philadelphia Redevelopment Authority  
City of Philadelphia,  
William Green, Mayor

### **Pedestrian Mall and Revitalization Program: Boulder, Colorado**

Reacting to the opening of a shopping mall and declining business, the merchants of downtown Boulder, Colorado, worked with the city government to develop a four-block pedestrian mall. As incentives for the merchants, the city gave business owners concessions on building extensions and restrictions in exchange for upgraded storefronts and additional open space.

Today the mall is alive with activity, from dining at sidewalk cafes to enjoying late summer night concerts. The merchants and the city are delighted with a 91 percent increase in sales tax revenue since the mall was completed.

#### *Architects/Planners:*

Everett, Zeisel, Tumper and Hand  
Boulder, Colorado

#### *Consultants:*

Stuart O. Dawson  
Sasaki Associates  
Watertown, Massachusetts  
Henry Beer  
Communications Arts (graphic/industrial design)  
Boulder, Colorado  
Larry Smith and Company (economics)  
Denver, Colorado

#### *Administrative Team:*

Boulder Department of Planning and Community Development  
Boulder Department of Public Works

#### *Participating Organizations:*

Boulder Downtown Business Association  
Boulder Mall Review Committee, Donald Martin, Chairman

#### *Client:*

City of Boulder, Ruth A. Correll, Mayor

## **Waterfront Revitalization and Preservation: Boston, Massachusetts**

What had been a deteriorated waterfront of empty wharf buildings, granite warehouses, sheds and shacks epitomizing Boston's urban blight of the 60's, has become a model of urban preservation using the techniques of historic preservation and rehabilitation.

With urban renewal funds, the City of Boston, and the business community, put to new uses the warehouses and wharf buildings. Historic Faneuil Hall Markets were restored and are now a thriving marketplace and a national model of urban preservation. A roadway was rerouted to permit a waterfront park with magnificent views of the river.

A citizen's group fight against the original urban renewal plan saved many of the original buildings which have been converted to residential use. Where only 900 people lived a decade ago, today there are 4,000 residents, including two elderly housing projects.

### *Administrative Team:*

Robert J. Ryan, Director  
John Sayres (project coordinator)  
John Dobie (project designer)  
Boston Redevelopment Authority

### *Participating Organizations:*

Downtown Waterfront Restudy Committee  
Boston, Massachusetts

### *Client:*

City of Boston, Kevin H. White, Mayor

## **Honor Awards for Urban Design Concepts**

### **Cambridge Urban Environmental Design Process: Cambridge, Massachusetts**

In an effort to halt industrial flight to the suburbs, Cambridge, Massachusetts drew up plans for the waterfront on its eastern edge and for the Alewife area proposals call for extensive open spaces, the restoration of several historic structures, reuse of vacant industrial buildings and the protection and enhancement of natural features. Residents of adjacent neighborhoods will be protected from possible displacement. A neighborhood stabilization committee made up of local residents and the city's interdisciplinary development staff members is working to maintain the character of their community.

### *Administrative Team:*

(Alewife and River Front Development Concepts)  
James L. Sullivan, City Manager  
Cambridge Community Development Department  
David R. Vickery, Assistant City Manager for Community Development  
Donald Balcon (zoning)  
Roger Boothe (urban design)  
Dennis Carbone (urban design)  
Christian Dame (project director for Alewife)  
Richard Easler (transportation)  
Joan Levy (graphics)  
Margaret Michel (graphics and research)  
Michael Robinson (urban design director for Alewife)  
George Vogt (art director)  
Alan Ward (urban design)  
Alan Zimlicki (project director for River Front)  
Cambridge, Massachusetts

### *Participating Organizations:*

Cambridge City Council

### *Client:*

City of Cambridge, Francis H. Duehay, Mayor

## **Coldspring New Town: Baltimore, Maryland**

Lovely terrain and a park-like setting characterize the new town of Coldspring. First proposed in 1973, Coldspring upon completion will contain 3,780 moderate- and middle-income housing units on 375 acres.

A mixture of housing types will conform to the flat areas, slope, and hill crests of the site thus preserving the natural characteristics of the land. Park networks intersect the project. Nearly all sections of the community will be linked by pedestrian walkways, separated from the road system. Community facilities including a community school, recreation centers, play areas, retail and commercial services, and cultural facilities will also be provided. The planned conversion of a former quarry into a community swimming pool will further emphasize Coldspring's image as a "community within a park."

### *Architect:*

Moshe Safdie and Associates  
Boston, Massachusetts

### *Consultants:*

Lawrence Halprin and Associates (landscape architects & environmental analysis)  
San Francisco, California  
Conrad Associates (structural and service engineers)  
New York, New York  
Dewberry, Nealon and Davis (civil engineers)  
Vienna, Virginia  
Rouse-Wates, Inc. (development consultants)  
Columbia, Maryland  
Brar-Beauchamp Associates (mechanical and electrical)  
Reston, Virginia  
DeLeuw, Cather and Associates (transportation)  
Gladstone Associates (economics)  
Washington, D.C.

### *Administration:*

Baltimore Department of Housing and Community development  
M. Jay Brodie, Commissioner

### *Client:*

City of Baltimore,  
William Donald Shaefer, Mayor



## Honor Awards for Urban Design Administration

### **Focus — Community Development Newsletter:**

#### **Milwaukee, Wisconsin**

Milwaukee wanted its citizens to know how their Federal tax dollars were being spent in the city and how future Federal funds should be spent. The answer was *Focus*, a community newsletter that explains what is being done to revitalize Milwaukee and how residents can make use of projects funded by Community Development Block Grant money from HUD. Each month for a year 84,000 residents are able to read about housing programs, public works improvements, social service programs and health services and they are encouraged to make their voices heard.

#### *Administrative Team:*

Milwaukee Community Development Agency  
Wallace Burke, Director  
Gregory Coenen, Director of Communications  
Martha L. Brown, *Focus* Editor  
Douglas Rossi (writer/photographer)  
Dennis Zuber (artist)  
Christine Lipp (monitoring)

#### *Client:*

City of Milwaukee, Henry W. Maier, Mayor

### **Freeway Park: Seattle, Washington**

Seattle avoided the problem of urban blight which often can accompany a major freeway by putting a lid on a portion of an interstate highway and by creating a park on that lid. After almost 15 years of work, involving unique legislation and ordinances, Freeway Park is the hub of a development which includes an office tower and private parking garage and a much needed public parking garage. The park, which is an oasis to as many as 4,000 downtown workers each day, illustrates that complexity does not have to mean the end of good design.

#### *Administration:*

Seattle Department of Parks and Recreation  
Walter R. Hundley, Superintendent  
Seattle, Washington  
Washington State Department of Transportation  
William A. Bulley, Director

#### *Landscape Architects:*

Angela Danadjieva (project designer)  
E. Byron McCulley (project manager)  
Lawrence Halprin and Associates  
San Francisco, California

#### *Consultants:*

Edward MacLeod and Associates  
(landscaping)  
Naramore, Bain, Brady and Johnson  
(architects and plan coordinator)  
Mike Phifer, graphic designer  
Seattle, Washington

#### *Individual Participants:*

James R. Ellis, Esq.  
David L. Towne  
Hans Thompson  
George Andrews  
Perry Johanson  
Seattle, Washington

#### *Client:*

City of Seattle, Charles Royer, Mayor

### **The Gallery at Market East: Philadelphia, Pennsylvania**

In order to create this project the city's Development and Planning Staffs were carefully tailored to deal with the long term evolution of a design. From a grander concept the interdisciplinary team adopted their approach to shifting market realities, paving the way for a serious investor to participate. The result was enrichment rather than compromise of the city core.

#### *Administrative Team:*

Gerald Maier (project director)  
George Schaeffer (construction manager)  
Philadelphia Redevelopment Authority  
G. Craig Scheltier (urban design)  
Philadelphia City Planning Commission

#### *Architects/Urban Design:*

Bower Fradley Lewis Thrower/Architects  
Philadelphia, Pennsylvania

#### *Cost Estimators:*

Joseph Gaudet Associates  
Barclay White Company  
Philadelphia, Pennsylvania

#### *Movement Systems:*

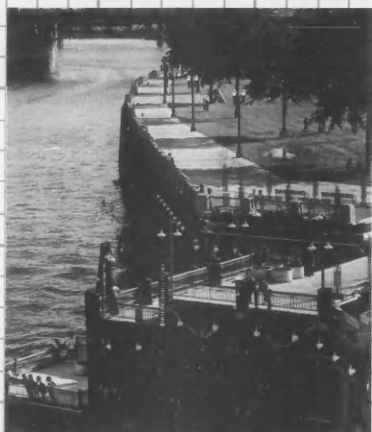
Wilbur Smith and Associates  
New Haven, Connecticut

#### *Participating Organizations:*

The Rouse Company  
Columbia, Maryland  
Old Philadelphia Development Corporation

#### *Client:*

City of Philadelphia, William Green, Mayor  
Philadelphia Redevelopment Authority



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1. Portland Waterfront, Portland, Oregon
2. Boston's Villa Victoria housing
3. New London Railroad Station (Rehabilitation/Reuse) - New London, Conn.
4. Market Mall, Salem, Oregon
5. Downtown Mall, Boulder, Colorado
6. Hudson, N.Y.
- 7 & 8. Butterfield Senior Citizens Center, Cincinnati, Ohio
9. Western Canal Beautification, Lowell, Mass.
10. Camarillo, Calif., elderly housing
11. Gallery at Market East, Phila. Pa.

### Japanese Village Plaza: Los Angeles, California

A partnership of 22 merchants, operating small "Mom and Pop" stores, brought new life to Little Toyko with the creation of the Japanese Village Plaza, a complex of 48 shops and public plazas where traditional Japanese celebrations are held. The architectural design of JVP emphasizes both the independent character of the individual shops and the commonality of their Japanese owners. Rents are kept unusually low in response to the needs of the small merchants.

#### *Administration:*

The Honorable Tom Bradley, Mayor,  
City of Los Angeles  
Gilbert Lindsay, Councilman, 9th District  
Community Redevelopment Agency  
Los Angeles, California

#### *Architect/Developer/Consultant General*

*Contractor:*  
David Hyun Associates  
Los Angeles, California

#### *Consultants:*

McClellan, Cruz and Gaylord (architects)  
Robert F. Alexander, FAIA (architect)  
Kazumi Adachi, AIA (architect)  
Takahashi and Takahashi (landscape  
architects)  
Aaron Carroll (electrical engineer)  
Kats Horiuchi (mechanical engineer)  
Ruthroff and Englekirk (structural engineers)  
Robert W. Ullman (economic feasibility)  
Burton Smith (economic feasibility)  
Regional Management Group (management)  
Ralston, Smith and Sullivan (legal)

#### *Participating Organizations:*

Japanese Chamber of Commerce  
Little Tokyo Community Development  
Advisory Committee  
Little Tokyo Businessmen's Association  
Munro-Burns/Jackson Brothers (general  
contractor)  
Occidental Life Insurance Company  
Los Angeles, California  
Bank of America  
San Francisco, California

#### *Owner/Client:*

The Twenty-Two Shop Keepers of Japanese  
Village Plaza, Ltd.  
Los Angeles, California

### Old City Study and Facade Easement Program: Philadelphia, Pennsylvania

The residents of Old City Philadelphia and city officials worked together to draw up a plan to bring new economic and social vitality to their neighborhood which is characterized by a mix of low-income residents, wholesale operations, restaurants, artist studios and retail shops. A newsletter helped keep the entire community informed and involved. A "Developer's Manual" helped to introduce property owners to development opportunities in the area.

#### *Administrative Team:*

Philadelphia City Planning Commission  
William L. Rafsky, Chairman  
John C. Mitkus, Executive Director  
G. Craig Schelter, Deputy Executive Director  
Deborah L. Zubow Prindle (planner and  
project manager)

#### *Consultants:*

Stanley Taraila (coordinator)  
Venturi, Rauch and Scott Brown (architects  
and planners)  
Vuchic and Dunlay (transportation)  
Dechert, Price and Rhoads (legal)  
Richard M. Cohen (real estate appraisal)  
Philadelphia, Pennsylvania  
Ed Crow, Inc. (economics) Lafayette Hill,  
Pennsylvania

#### *Participating Organizations:*

Old City Civic Association  
Old City Restaurant and Business Association  
Philadelphia Historic Preservation Corporation  
Philadelphia Historical Commission

#### *Client:*

City of Philadelphia, William Green, Mayor

### Special Mention Awards for Project Design

#### Gas Works Park: Seattle, Washington

Despite initial complications of contaminated soil and the abandoned machinery of an entire gas manufacturing plant, Seattle was able to create a beautiful and unique park. Seattle replaced the contaminated soil and incorporated parts of the gas works in the park, hence the name Gas Works Park. The old boiler house and the exhaust-compressor building are now useable shelters and the machinery within are discovery items for children and adults!

#### *Administration:*

Seattle Department of Parks and Recreation  
Seattle Department of Community  
Development  
Seattle Arts Commission

#### *Consultants:*

Richard Haag Associates,  
Landscape Architects  
Olson/Walker Associates (architects)  
Dale W. Cole (soils)  
Arnold, Arnold and Associates  
(engineers)  
Chuck Greening (artist)  
Kim Lazare (artist)  
John Purcell (gronomist)  
Ted Lloyd (engineer)

#### *Client:*

City of Seattle, Charles Royer, Mayor

### **Public Square: Wilkes-Barre, Pennsylvania**

After a flood devastated downtown Wilkes-Barre, Pennsylvania, in 1972, the city put together a design scheme to tie together four commercial blocks and improve public spaces. An 1800-foot canopy slopes down from near the facades of buildings linking shops and sheltering shoppers from rain and snow. New street furniture and plantings were added making Public Square a grand place for resting, shopping, or listening to concerts.

#### *Architects and Engineers:*

Peter Bohlin, AIA  
Bohlin Powell Brown Larkin Cywinski  
Architects/Planners/Engineers  
Wilkes-Barre, Pennsylvania

#### *Planners/Urban Designers:*

Robert Dusek, Directions Associates  
Spring House, Pennsylvania

#### *Consultants:*

John Brown (landscape architect)  
New Hope, Pennsylvania  
Criterion Company (structural engineers)  
Philadelphia, Pennsylvania  
Paul H. Yeomans, Inc. (electrical engineers)  
Philadelphia, Pennsylvania  
David A. Mintz (lighting)  
New York, New York  
Boles, Smyth Associates, Inc. (traffic)  
Philadelphia, Pennsylvania  
Regis A. Millione (sculptor)  
Springfield, Pennsylvania

#### *Administration:*

Redevelopment Authority of Wilkes-Barre

#### *Client:*

City of Wilkes-Barre,  
Thomas V. McLaughlin, Mayor

### **New London Union Station: New London, Connecticut**

In rehabilitating the Union Station, the town of New London has preserved an architectural gem and created an impetus for downtown revitalization. Union Station, one of the last works of architect Henry Hobson Richardson, now accommodates a variety of uses including a passenger train station, a restaurant, offices, and a bus terminal.

#### *Architect:*

Paul McGinley  
Anderson Notter Finegold, Inc.  
Boston, Massachusetts

#### *Consultants:*

Brown, Rona, Inc. (structural engineers)  
Vincent Dilorio, Inc. (electrical engineers)  
Environmental Design Engineers (mechanical engineers)  
Boston, Massachusetts

#### *Administration:*

Vernon Nelson, Director  
New London Redevelopment Authority  
Frank Driscoll, City Manager  
New London, Connecticut

#### *Participating Organization:*

Mrs. Clair Dale, President  
Union Station Trust  
Quaker Hill, Connecticut

#### *Client:*

Union Station Associates of New London  
Boston, Massachusetts

### **Renovation of Central Business District: Hudson, New York**

A waterfront town with a proud history, Hudson, New York, had fallen on hard times. Downtown buildings were 20 percent vacant and owners had no money to make improvements.

The city, working with citizens and businesses, developed design guidelines for the restoration and renovation of 80 three- and four-story Victorian buildings. It set up a municipal fund to help owners undertaking renovation. The city offered free architectural design services, made public improvements, and created sign ordinances, all in an effort to preserve the character of the historic district. As a result, the vacancy rate plunged to two percent without displacing any of the poor or elderly residents who lived in apartments above the shops.

#### *Architects:*

Raymond Ruge, AIA  
Historic Design Associates  
Cornwall-on-Hudson, New York  
Robert Pollack, AIA  
Pleasantville, New York

#### *Consultants:*

Raymond, Parish, Pine, and Weiner  
(development)  
Tarrytown, New York  
William Loewenstein, Director (financing)  
National Development Council  
Washington, D.C.

#### *Administration:*

Arthur Kowcek, Chairman  
Edmond F. Schorno, Director  
Hudson Community Development and Planning Agency  
Hudson Development Corporations  
Hudson, New York  
Joseph Meyers (area representative)  
Small Business Administration  
New York, New York

#### *Participating Organizations:*

Society to Promote Our Unique Town (SPOUT)  
Hudson Common Council  
Hudson, New York

#### *Client:*

City of Hudson, Michael Yusko, Mayor

## Special Mention for Urban Design Concepts

### Downtown Waterfront Development Strategy: Portland, Oregon

The efforts of dozens of State and local officials has resulted in a new life for the urban waterfront of the Willamette River. A 40-year clean-up program has restored the beauty and salmon to the river. What was once a four-lane expressway is now a mile-long park, which has inspired a full range of social activities. In addition, the waterfront project has spurred private restoration and new construction all around it.

#### Architects:

Zimmer, Gunsul and Frasca Partnership  
Skidmore, Owings and Merrill  
Allen, McMath, Hawkins  
Arkitektgruppe  
Portland, Oregon

#### Consultants:

Livingston, Blaney and Associates (planning)  
San Francisco, California  
Mitchell Associates (planning)  
Don Kramer and Associates (engineering)  
Vancouver, Washington  
Robert Conradt and Associates (transportation)  
CH2M Hill (engineering)  
Bruce West (sculpture)  
Portland, Oregon

#### Administration:

Robert J. Holmes, Executive Director  
Department of Development and Civic Promotion  
Portland, Oregon

#### Clients:

City of Portland, Oregon  
State of Oregon Department of Transportation

### Washington Avenue Revitalization Program: Miami Beach, Florida

Old Miami Beach is hoping to renew the area's economic life by preserving its unique Art Deco and Mediterranean architecture. The city is hoping to attract private investment equal to 10 times the amount it is spending on public improvements. The city does not want to replace the existing businesses or displace the elderly and mainly low-income residents who live in the area.

#### Architects and Planners:

Venturi, Rauch and Scott-Brown  
Philadelphia, Pennsylvania

#### Consultants:

David Jay Feinburg, AIA (architect)  
Miami, Florida  
Richard Rose (architect)  
Coral Gables, Florida

#### Administration:

Harold T. Toal, City Manager  
Department of Economic Development  
Robert David, Director, Planning Division  
Shaye Ross (project coordinator)  
City of Miami Beach, Florida  
Miami Beach Community Development Advisory Committee  
Dennis Russ, Chairman  
Dade County Office of Community Development  
Miami, Florida

#### Participating Organizations:

Washington Avenue Revitalization Steering Committee  
Miami Design Preservation League  
Miami Beach Chamber of Commerce

#### Client:

City of Miami Beach, Murray Meyerson, Mayor

## Special Mention Award for Urban Design Administration

### Facade/Rehabilitation Grants Program: Macon, Georgia

In an effort to revitalize its downtown, Macon offered grants up to \$30,000 in Federal money to downtown merchants for facade restoration. The city itself handled all the details, including historical research, preparing plans and hiring contractors. In return, merchants agreed to spend an equal or greater amount to correct code deficiencies and renovate other parts of their buildings. Downtown Macon now boasts historical accuracy to a large extent, tax valuations and market values are rising and many previously vacant buildings are again in use.

#### Administration:

Ms. Mary B. Costello, Director  
Macon Community Development Department

#### Urban Designers:

James P. Thomas  
Brittain, Thompson, Olson and Bray  
Macon, Georgia

#### Participating Organizations:

Macon-Bibb County Urban Development Authority  
Downtown Council, Macon Chamber of Commerce

#### Client:

City of Macon, George M. Israel III, Mayor



### **Housing Development Guidelines: Albuquerque, New Mexico**

Beginning in 1977 the Housing Authority of Albuquerque interviewed project residents to determine what they liked about where they lived and the problems they were experiencing. The results of these interviews, along with demographic statistics on residents, are now guiding the housing authority in planning new projects. The agency also published a *Developer's Handbook* for architects, designers and developers to find out what works and what doesn't in public housing.

Finally, the agency realized that landscaping needed attention at its projects. It made many of the improvements itself, then put out a guidebook outlining how residents can take matters into their own hands and who has responsibility for continuing maintenance.

**Administration:**  
Robert H. McLaughlin, Executive Director  
Robert E. Strell, Architect  
Albuquerque Housing Authority

**Consultants:**  
Min Kantrowitz (social science)  
Washington, D.C.  
Patrick MacNamara (social science)  
Department of Sociology  
University of New Mexico  
Richard Nordhaus, Director (project coordinator)  
Design and Planning Assistance Center  
University of New Mexico  
Morrow Worley, Landscape Architects  
Albuquerque, New Mexico

**Client:**  
City of Albuquerque, David Rusk, Mayor

### **Mt. Hermon Conservation and Redevelopment Process: Portsmouth, Virginia**

Reacting to an announcement that they lived in one of the city's three worst areas for crime, housing and health, the residents of Mt. Hermon began to rehabilitate their neighborhood. Roads were rerouted, incompatible land uses were eliminated through rezoning, dilapidated houses have been replaced, and salvageable houses are being renovated. Teenagers' involvement with the new community newsletter has instilled youth pride and has helped reduce vandalism in the neighborhood.

**Administrative Team:**  
Joseph E. Parker, Chairman, project Area Committee  
Michael A. Kay, Executive Director  
Herbert K. Bangel, Chairman, Board of Commissioners  
Susan C. Stewart (project manager)  
Portsmouth Redevelopment and Housing Authority

**Planning Consultants:**  
Alan Siff  
Harland Bartholomew and Associates  
Richmond, Virginia

**Participating Organizations:**  
Mt. Hermon Community League  
Mt. Hermon Progressive League  
Mt. Hermon Project Area Committee  
Virginia Federal Savings and Loan Association  
Portsmouth, Virginia

**Client:**  
Citizens of the Mt. Hermon Community  
City of Portsmouth, Richard J. Davis, Mayor

### **Pike Place Market Area Revitalization: Seattle, Washington**

The citizens of Seattle loved their old market. They fought demolition and voted to preserve and restore the historic structures and neighborhood social structure of Pike Place. More than 20 buildings were restored, including apartments, offices, and the traditional market shops. The city followed the philosophy, "Don't fix it up too much!" And Pike Place Market is once again the city's thriving farmers' market.

**Administration:**  
Pike Place Market Preservation and Development Authority  
Department of Community Development Pike Project Office  
City of Seattle, Washington

**Architects:**  
George R. Bartholick (Main Market Building)  
Karl Rekevics (Corner Market Building)  
Fred Bassetti and Associates (Triangle Building)  
Arnie Bystrom (Soames-Dunn Building)  
Harader and Mebust Associates (Livingston-Baker Apartments)  
Seattle, Washington

**Participating Organizations:**  
Pike Place Market Historical Commission  
Pike Place Market Merchants' Association  
Friends of the Market  
Allied Arts of Seattle

**Client:**  
City of Seattle, Charles Royer, Mayor

## Seattle's Precursor to UDAG - Freeway Park

by Deborah Steiner

*Urban Design Administration is a term describing decisions of all kinds that go into building and rebuilding cities. Traditionally, "design" is not associated with surveys, zoning ordinances, and the packaging of investments, but in today's city government it has become so. "Design" is not often discussed in terms of decisionmaking procedure, but good design has come to require this at the scale of today's urban environment. An example of Urban Design Administration is seen in the early story of Seattle, Washington's Freeway Park. In Seattle, what today's Urban Development Action Grants are calling for was packaged through careful attention to community, visual and financial values using design administration.*

On July 4, 1976, Seattle dedicated a park unique in the annals of urban environmental design. Using previously untried approaches to highway joint development, including air rights and a unique process of public and private design coordination, Seattle produced a 5.4-acre green space atop two parking garages and a major freeway arterial. Traditionally negative environmental effects of an arterial were converted into very positive assets that provide aesthetic, psychological, safety, and even financial benefits to the Seattle community.

### Urban Design Administration and Planning Context

In essence, Freeway Park is a huge concrete and steel structure filled with complicated plumbing designed to run fountains, drain rainwater, and deliver nutrients to a multitude of lawns, flowers, shrubs and trees. Prominent features

include a large children's play foundation (cascade), and a unique concrete canyon over 30 feet high and 60 feet wide with a 28,000 gallon per minute waterfall. Several dozen huge concrete boxes house actual groves of trees that will one day grow into a substantial forest. In addition, the park is underlaid by two garages with parking for 813 cars, and bordered on the west by a 21-story office building with a large garden restaurant on the ground floor.

City and State agency staffs were the design administrators. Lawrence Halprin and Associates of San Francisco were the park architects. Designed by architect Angela Danadjieva, then of the Halprin firm, the park was envisioned as an area that would support a variety of cultural and aesthetic experiences within a totally utilitarian context of freeway and parking facilities. Ease of pedestrian access, fluid water elements and a green carpeted park characterize the dynamic, motion-oriented freeway facility from above. Concrete roadbeds and special concrete box structures characterize the freeway canyon below. A towering office building stands alongside to complete the complex.

Perhaps even more significant than its unique design features, however, is the actual process by which Freeway Park came into being. The complex story of cooperation and innovation between State, local, Federal and private groups is an example of urban design administration at its best.

### The Idea

The construction of Interstate 5 literally split Seattle in two. From the very start, concerned civic leaders discussed lidding the downtown portion of the freeway and thus, reuniting the downtown commercial area with the residential neighborhoods to the east. Though a lid was included in early freeway plans, as complications arose with hillside sliding and the need for expensive structural support added,

covering it was deemed to be simply too expensive.

### Organization

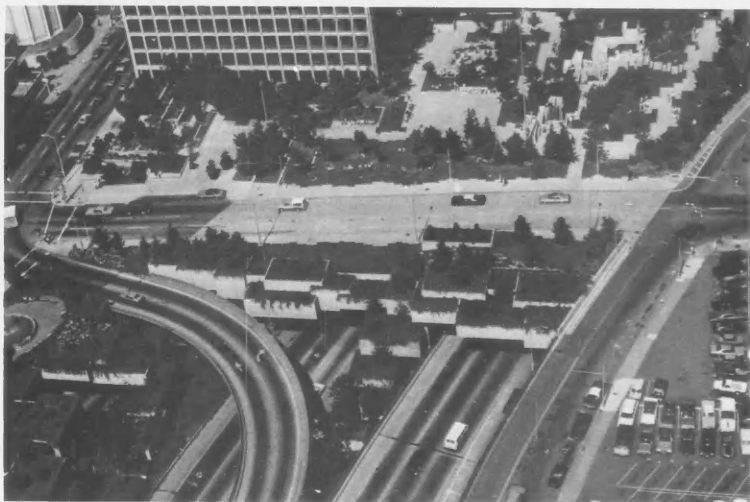
Primary initiative for the project came from Seattle attorney Jim Ellis who obtained an early commitment to the project from Governor Daniel J. Evans and the State Highway Department. Ellis also enlisted the support of the Central Association (currently Downtown Seattle Development Association), a community business association, Seattle Mayor Dorm Braman, and other city officials.

Then Ellis realized that he needed some drawings to give the idea shape. Local architect Perry Johanson volunteered his talents and produced a preliminary park design which showed how the park might be combined with a parking garage on the east side of the freeway. This would bring up the grade and allow for easy access by wheelchair. With this sketch in hand, Ellis and members of the Central Association then formed the Freeway Park Committee.

Several other plans coincided with the proposed park project. The City Building Department was looking for a development site for its municipal garage. A location near the freeway was essential so the garage could intercept traffic on its way to the business core and thus reduce downtown congestion, noise and air pollution. To the surprise of the Freeway Park Committee, private developer Richard C. Hedreen had plans for a 21-story office tower and parking garage on the proposed park site.

Within this potential conflict were the seeds of a private/public cooperative alliance. A compromise was worked out which accommodated the office building, the public parking garage and the park. The city asked Hedreen to "underground" his garage and dedicate the top of it to a park. The office tower was moved to the north end of the lot to free the park from afternoon shadows.





*Freeway Park, Seattle, Wash.*

Land for a park on the west side of the freeway was thus assembled. On the east side of the freeway, land parcels were identified which could accommodate the city's proposed parking garage, the roof of which would hold part of the proposed park. The State Department of Highways identified subsurface ground and air parcels in the State owned right-of-way which, when added together and linked, would make a continuous piece of property.

#### **Program/Solution**

To accomplish the difficult task of coordinating the operations, restrictions, and objectives of numerous public and private entities into the successful completion of a single project, the parties involved formulated a unique tri-partite agreement. This agreement outlined mutually beneficial objectives of the project and the roles and obligations of each party in meeting those objectives.

In brief, the mutual benefits were as follows: The State Highway Department received an improved separation of pedestrian and vehicular traffic, better

traffic flow and an assurance of off-ramp safety. The city received neighborhood reunification, freeway noise suppression, much needed additional parking (a new public parking garage was already a high-priority project), the first open-space park of any kind in the dense downtown area, and an increased tax base. The developer received a substantial increase in the value of his property due to its improved surroundings, plus full cooperation from the city.

A mutually negotiated tripartite agreement was then implemented by special State law and city ordinance. It was the first agreement of its kind in which State, city and private interests combined to make a sizable investment of funds (over \$23 million) in a joint development project.

At this stage in the project, September 1969, the administrative arms of the city, State and Federal Government became actively involved. The site was secured but the park design was still no more than a freeway lid with grass. This was the beginning of some very creative architecture and engineering.

#### **Design Team**

A significant challenge to a project of Freeway Park's complexity was how to integrate the numerous architects and engineers involved in the various components of the project. Clearly, for the project to be a success, all methods and places of construction had to be closely coordinated. By using the tri-partite agreement to outline their respective roles, functions, and rights in the design process, the three parties involved established a way to coordinate the efforts of over 200 different staff workers during the 6-year design and construction phases of the project.

With great patience architect Danadjieva, Seattle's Parks Department and the State's highway engineering team slowly moved the project from the initial notion of a landscaped pedestrian crossing to a dramatic park with waterfall, canyon, and hanging garden features. Out of this team came further administrative innovations. Initially the Washington Highway Department could only provide for a pedestrian crossing in its categorical grant funding, but the department found a way to include understructures (the lid and base for the park) that supported the waterfall and hanging gardens.

#### **Legal, Tax and Institutional Innovations**

Moving the Freeway Park project past the stage of idea to site selection to funding possibilities required zoning, legal, tax and institutional innovations. The project required that a small group of private citizens and public officials meet periodically and informally to review any obstacles to implementation and plan a strategy to overcome it — by State law revision, by city ordinance, by Federal rule revision.

At least two pieces of State legislation were passed to make Freeway Park possible. A law allowing joint use of

freeway rights-of-way (Chapter 108, Laws of Washington State 1967) allowed for joint State/city financing of the park. Another law was passed (Chapter 144, Laws of Washington State 1967 Ex.) which authorized cities to construct parking garages under parks. To date the City of Seattle has passed 54 ordinances or resolutions relating to the Freeway Park or garage. Central to the project was the tripartite agreement between Washington State, the City of Seattle and developer Hedreen.

The City of Seattle and the State of Washington segregated the rights and values to the land and air in the parcels over which Freeway Park was to be built. Appraisals were made valuing separately the air rights and ground rights. In order to obtain a value on air rights, appraisers visited Charles Center in Baltimore, Maryland, to review comparable air/ground values. As each deed was assembled, air and ground values were established. Putting together the overall real estate package for the park was a major accomplishment. For example, on the park's east plaza an assortment of seven private ownerships were negotiated to make possible the City of Seattle's garage plan. Air rights to the "property" space above the freeway to be occupied by the bridge portion of Freeway Park were legally defined and conveyed from the State to the City of Seattle. In the West Plaza portion of the park, some real estate was obtained through donation by Hedreen in exchange for a long term lease from the State of Washington for certain freeway right-of-way.

### Funding

Explicit separation of the project into its component parts enabled the city to qualify for a significant variety of funding sources, each with its own special requirements. Perhaps the most significant aspects of the park's funding is the low cost of the entire project. Constructing the park in the air space

above highways and garages has cost only \$45 per square foot, including waterfalls, trees, and real grass, because land acquisition was only a minor aspect. Only one-half acre of land was removed from the city tax rolls.

Two factors made this possible. First, the groundbreaking innovations of using State right-of-way and air rights enabled the project to use "land" which had already been off the tax rolls for 20 years. This unique opportunity enabled the city to almost totally avoid land acquisition costs that would normally have ranged between \$50 and \$60 per square foot, prior to any demolition or park construction. Second, by working with Hedreen and securing the use of 50 percent of his lot virtually free of charge, the city saved an additional estimated \$1 million in acquisition costs.

### Public Involvement

From its very inception, Freeway Park was envisioned as a means of unifying the surrounding neighborhood. Consequently it was designed to satisfy the various needs of the primarily adult population including residents of nearby apartments and retirement homes, medical workers from the adjacent hospital sector, suburbanites shopping downtown, and tourists from the many hotels in the downtown area. On sunny workdays, the park fills to capacity (3,000 to 4,000) during the noon hour — averaging 18,000 people a week.

A major concern of the park was handicapped and elderly residents in the neighborhood who often felt cut off from downtown due to physical barriers (such as steep stairs and bustling crowds) and a psychological reluctance to brave the noise, traffic and congestion endemic to the area.

Reflecting these needs, a central path through the park was designed to contain no steps, but to have broad walkways, quiet seating areas, and gently sloping

ramps suitable for wheelchairs. Thus, it not only provides a restful, aesthetically pleasing destination point, it also serves as a psychological and physical entryway to downtown stores, banks and offices.

Although the park is used primarily by adults, a survey of local residents during the preliminary planning period also uncovered a need for a play area for children and grandchildren. The generosity of the American Legion helped provide a play area and fountain for this purpose.

### Freeway Park

Completion of the park and parking garage has also stimulated development and improvement of the surrounding area. A new 33-story, 343-guest hotel is being constructed across the street; a local athletic club has expanded its facilities; a first class restaurant has opened in the ground floor of the Park Place Building; and a new apartment complex is in the planning stages on the east side of the park. Not only will these projects upgrade the surrounding neighborhood, they also will serve as an important source of additional city tax revenues.

The cooperative spirit and the innovations in urban design administration were pointed out in Jim Ellis' speech at the Freeway Park dedication:

"This project was successfully built because it did not become a battleground between conflicting interests. It was not a casualty of war between freeway fighters and freeway lovers. This project did not suffer the attrition of lengthy lawsuits between environmentalists and developers. To the surprise of many, the Freeway Park was enthusiastically undertaken as a joint project by imaginative private owners, by sensitive highway officials and by a city determined to stay livable."

*Ms. Steiner is a Special Assistant to HUD's Senior Urban Design Program Officer.*



## Impressions of an Architecture

To come upon Caracas from Lima is rather like going from one extreme to the other. The traveler has the feeling above all that the Peruvian capital is striving, in both its public and private aspects, to give the impression if not of order at least of strength. In any case, the towers of exposed concrete, stern and somewhat monotonous under the almost constant gray light, leave a powerful memory.

In Caracas, having just arrived from the Maiquetia Airport by the costliest speedway in the world, made up almost entirely of tunnels and viaducts, the visitor is once again in the midst of a buoyant chaos. To one who has not been here for a few years, everything seems to have grown immeasurably. There is a hotel on Sabana Grande that used to look out on a University City rising from an empty expanse. Now, from the twelfth-floor window, it is hardly possible even to recognize those already classic buildings of the Central University campus. Conceived by the great architect Carlos Raul Villanueva some 20-odd years ago, they are lost today in a massive jumble of construction. Nevertheless, the Sabana Grande section does have a certain character bestowed by its own disorder: Italian sidewalk cafes, movie houses, shops, swarms of misparked cars.

Walking through the city or inching along in a car the visitor cannot miss the enormous collective housing projects, some of them also by Villanueva, which must indeed have absorbed a sizable proportion of the low-income population. Now they are showing wear and tear, and their surrounding areas do not seem to have prospered in terms of trees or well-tended green spaces. Confusion abounds. There is hardly a street that is not broken up, that does not have potholes, that does not end abruptly at an embankment or a speedway. There are, of course, more prestigious sections — for example, Altamira, nestled in the hills under the blue sky. It is a sort of Rio de Janeiro, only more anarchic, if that can be said, and without the magic of the ocean or Rio's striking panoply of mountains and jungles.

All this disarray is dominated by a 35-story escarpment of concrete, the Park Central. This complex, by the Hispano-Venezuelan team of Siso, Shaw, and Associates, houses — almost like a city out of science fiction — businesses of all kinds, art galleries, museums, restaurants in every price range, apartments, and offices, all of it built on many levels, with hanging gardens and terraces. After years of construction the gigantic project is still unfinished and continues to be the subject of heated debate — perhaps today more than ever, since the vertical space is now occupied by a mammoth pair of glass-encased towers, each almost seventy stories high, which are the two tallest structures of reinforced concrete in the world. The colossal reflective prisms will undoubtedly afford a fantastic

view of this antipedian city par excellence. At the same time, however, they are apt to become the Apple of Discord between those, on the one hand, who consider it a privilege to have them permanently in the visual field and those, on the other, who regard it as a calamity.

The new wing of the Fine Arts Museum in Los Caobos, the posthumous work of Villanueva, has been finished recently. This "vertical elongation" is designed not to detract from the park around it, and some venerable trees have been spared. The strong facade of exposed concrete gives the exterior a sober and dignified look. The interior is perhaps somewhat flawed by the ramp, which is poorly illuminated and so wide that it gives the feeling of invading the space, in detriment to the galleries which it serves to connect.

It has now been more than 20 years since the Caracas Civic Center struck its very interesting pre-Brasilia note with its symmetrical towers and its monumental plazas. The Center in itself was not a masterwork, but unquestionably it imposed at least a little order on the confusion of the environment. Today, however, Caracas has become essentially an agglomeration of improvised independent neighborhoods, and there is no evidence of a coherent urban plan of the kind the Center was intended to provide.

It is difficult, in the course of a short visit, to identify any new architectural leaders in this city-octopus that runs rampant through the narrow valley and clambers up the confining mountainsides in a speculative fervor that seeks to elude municipal regulations. One can recognize, however, the imprint of a native son and two other South Americans — Venezuela's Tomas Jose Sanabria, and two longtime residents of Caracas, Julio Cesar Volante of Argentina and Jose Miguel Galia of Uruguay. These three architects seem to be responsible for a large share of the serious work that is being done in the Caracas area.

In general, the rest of the new architecture is restricted to large office and apartment buildings that form a backdrop for the feverish activity of a country which, though rich in petroleum, also still knows social injustice, like the rest of Latin America. Dominating the cramped urban space from which they cannot escape, these piles of luxury stretch out in height, the only dimension still left to them. These vertical places, other things being equal, seem to be more imaginative than most of their counterparts being built year after year in the United States.

*This article by Damian Bayon was reprinted from Americas, the monthly magazine of the General Secretariat of the Organization of American States.*

## Post Occupancy Evaluation: Communication of Real Needs in Housing

by Nestor Gonzalez

In an effort to improve the quality of public housing development and to better understand the needs of its clientele, the Albuquerque Housing Authority began in 1977 an extensive post occupancy evaluation, *Subsidized Housing in Albuquerque: Design Evaluation, Analysis and Recommendations*, and a survey of tenant characteristics, *A Survey of Subsidized Housing Residents in Albuquerque*.

For over a year a multi-disciplinary team of private consultants and architectural designers from the University of New Mexico Community Design Center reviewed current research and conducted a series of in-depth, semi-structured interviews with tenants, policymakers, administrators, designers and developers. Systematic observations at selected sites were collected and analyzed in conjunction with interviews. The survey document has information conclusions, and recommendations organized by nine major topic areas: tenant characteristics, location, site, neighborhood/neighborhood, images, modifications, dwelling unit characteristics, management/maintenance, and tenure. Other sections of the report present context and methodology information including an introductory section outlining the history and background of subsidized housing in Albuquerque.

The city's subsidized housing tenant profile and post occupancy evaluation process have served as the catalyst for changes in housing design and



Villa Victoria, Boston, Mass.

construction, project site selection, landscaping, renovation, city housing policy and in-house operations, including maintenance services. Now fully operational the procedures and criteria have been well received by contractors, designers and users alike.

Recently proposed public housing developments have been reviewed based on criteria established by the Housing Authority from post occupancy evaluation research. A developers' handbook provides the prospective developer/architect team with basic design information and a checklist used in evaluating the proposed housing design. Site configuration and usage, building image in relation to the surrounding neighborhood, territory definition, utilization of commonly shared outdoor space, dwelling unit floor plan layout, maintenance and security are some of the issues that are required for architectural consideration.

As a direct outgrowth of the post occupancy evaluation a landscape architectural firm was contracted to provide landscaping, fencing, lighting and general site upgrading at select sites. Issues of territoriality, security, landscape maintenance responsibility, site circulation and site usage were the focus for the landscape design development. The landscape architect team relied heavily on the research information as well as the rapport previously established with tenant groups. Post construction observations indicate a much greater degree of tenant responsibility for upkeep and site maintenance and an obvious overall improvement in the appearance of newly landscaped projects. In addition, the landscape architects prepared a guide for residents and Housing Authority personnel to maintain the sites.

To more effectively manage its public housing projects and to upgrade its maintenance services, the Housing



*Ponderosa Village, Camarillo, Calif. – Housing for the elderly*

Authority has organized feedback from postoccupancy evaluation into an operations manual which directly addresses tenants' needs and includes a restructured Housing Authority maintenance section.

"P.O.E." has been a success in reconciling real needs for both tenants and the city government. Recently, in order to insure a continual upgrading of new housing stock, the City of Albuquerque began to scrutinize its overall city housing policy – reexamining such issues as the location and placement of public housing, planning for growth which maintains neighborhood cohesion, and devising methods for the coordination of various city agencies involved in planning, rehabilitating, and developing public housing.

*Mr. Gonzalez is a student intern with the HUD Office of Environmental Quality.*

## Communicating Development Decisions in Milwaukee

Millions of residents in our cities have little or no understanding of city services that are available to them. Many people encounter problems and have no idea that a solution may be only a phone call away. For problems of the urban environment this communications breakdown is all too common. Milwaukee's Community Development Agency is providing residents of the CD target area with a newsletter, FOCUS, in a highly successful CDBG-supported effort to reach people and improve the decisionmaking process.

### Focus

FOCUS is published monthly and circulated to 84,000 residents in Milwaukee's CDBG target area. Its contents serve to explain what is being done to revitalize Milwaukee and tells residents how they may make use of CDBG-funded projects. By providing user information, FOCUS gives citizens the insight they need in order to participate in the CDBG funding process and to make informed decisions about their future. FOCUS further encourages citizen participation by publishing meeting schedules for citizen groups responsible for reviewing CDBG funding requests. The newsletter also includes short biographies and comments from members of the program's citywide citizen review body, the Citizens Advisory Committee. In this way, FOCUS helps neighbors to get to know one another and share their feelings about the city's future.

FOCUS has been effective in reaching out to residents of the CD target area by insertions into editions of the *Sunday Milwaukee Journal*, by hand delivery to residents in their homes, stores, libraries, taverns, churches and community centers. Mailings and special deliveries distribute copies of FOCUS to the news media, government agencies and officials, nonprofit agencies and selected citizens.



## Constraint as a Virtue in Design Administration

(From Seattle, Washington's Awards Program application)

In 1907 Seattle was a rough young city, struggling to establish itself as the capital of the Pacific Northwest. The fertile valleys surrounding the city were being settled by farmers hoping to find a lucrative market for their produce in the nearby population center. But this produce was *not* readily or cheaply available to the citizens of Seattle. Between the farmer and the consumer stood the commission men, wholesalers who bought cheaply from the farmer and sold at exorbitant prices to the consumer.

Pike Place was a newly cut street, slanting diagonally from the end of Pike Street to Western Avenue, which in turn slanted down the steep bluff to Elliott Bay. In the summer of 1907, the Seattle City Council designated Pike Place as a public marketing area for the sale of garden and farm products by farmers from wagons and other vehicles.

Its ability to answer a vital marketing need, its location near the center of Seattle overlooking Elliott Bay and its mix of public and private interests combined from the start to make the Pike Place Market the soul of Seattle. It became a place where all the citizens of Seattle could meet. Private developers soon saw the opportunity for advancement and built commercial buildings along Pike Place to house permanent merchants who sold the necessary complements to the farmers' produce. Along with these, hotels and restaurants also flourished. By August 1911, the market on Pike Place was attracting 300,000 shoppers a month to a great labyrinth of shops selling eggs, butter, cheese, meat, poultry, fish, fruit and vegetables.



### Instantaneous Urban Design

Because marketing on Pike Place was an instant success, there was great demand for facilities. Between 1907 and 1917, the majority of the buildings in the marketing district were constructed. Buildings crept down the bluff to Western Avenue and up the hillside to First Avenue. The result was a great patchwork of buildings which blended into each other haphazardly. No one building stood out distinctively. Instead, all the Market structures merged together to create an architecture of the whole.

When the consumer entered the marketplace, it was not the architecture or the buildings themselves which became the focus of attention, but the vendors and their wares. The colors of the fresh produce, the babel of sounds and the sensuous mixture of smells dominated the scene. This basic fabric of the Pike Place Market was established early and has remained a touchstone of its design through over 70 years of change.

### Decades of Change

By 1925 Seattle was world famous for its Pike Place Market. As many as 600 farmers had permits to sell produce. The texture of social and cultural variety within the Market continued to grow richer, leading one observer to describe it as "an oriental bazaar on a cowpath." During the Great Depression, the Pike Place Market remained one of the few places where shoppers could still find fresh produce at reasonable prices.

The beginning of the 1940's initiated a slow but steady decline for the Market District. With the beginning of World War II, Seattle's Japanese population was interned, resulting in the number of Market farmers being nearly cut in half. Other factors responsible for the decline of the Market during these decades included the post-war rise of the neighborhood supermarkets, expansion of the frozen food industry, regional shopping centers and removal of truck farms to make room for industrial and



residential expansion of the City.

### Social and Economic Conditions

The number of farmers selling in the Market diminished from 500 in the 1930's to 175 in 1956 to 40 in 1968. Property was appraised at its "highest and best use" for real estate tax purposes, regardless of the condition of improvements. Landowners in the Market found that they could not maintain their property and receive an adequate return on their investments at the same time. The Market became prime for redevelopment.

In 1968 the Seattle City Council approved a joint City/Central Association plan calling for the transformation of the Market area into a 3,000-car garage with a new "Market" on the rooftop. This garage was to have been flanked by a plaza, a major hotel and several apartment towers. Approval of this plan was announced finally in 1971 when the City Council authorized a HUD-City of Seattle agreement calling for 18.6 million dollars in Federal assistance.

### "Friends of the Market"

Up until this point, plans for urban renewal of this section of Seattle were basically similar to urban renewal plans elsewhere in the country — identify a blighted area, demolish existing structures and clear the area, then redevelop it for new uses. The emergence of "Friends of the Market" in the process of urban renewal in Seattle demonstrates the level of involvement the citizens of Seattle felt toward the Pike Place Market District. This was not just any blighted city area, this was the Market. Sensing that the urban renewal plan would essentially destroy the old Market, this organization led a campaign to change the emphasis from demolition and clearance to preservation of the Market and its traditional activities.

Central to this "Save the Market"

campaign was an "Initiative" petition to bring the issue to the voters. The Initiative also called for the creation of an Historical Commission to oversee the purposes of the initiative of "preserving, restoring, and improving buildings in order to continue the existing uses within the Market." On November 2, 1971, Initiative Number One was passed by a vote of 76,369 to 53,264, thus demonstrating the desire of Seattle's citizens to preserve traditional marketing activities.

### Urban Renewal/Historic Preservation

The original plan for urban renewal was set aside, and the City of Seattle set about to come up with a new plan for urban renewal in the Market area. To be taken into account in this new plan was the charge from the newly created Historical District Ordinance, indentifying the primary purpose of preservation within the Market District:

*In order to promote the educational, cultural, farming, marketing, other economic resources, and the general welfare; and to assure the harmonious, orderly, and efficient growth and development of the municipality, it is deemed essential by the people of the City of Seattle that the cultural, economic, and historical qualities relating to the Pike Place Market and the surrounding area, and an harmonious outward appearance and market uses which preserve property values and attract residents and tourists be preserved; some of the qualities being the continued existence and preservation of historical areas and buildings; continued construction and use of buildings for market activities, especially on street levels; and a general harmony as to style, form, color, proportion, texture, material, occupancy, and use between existing buildings and new construction.*

The seven-acre Market Historical District, located within the larger urban renewal area, was nominated for

designation in the National Register of Historic Places. The revised urban renewal plan was charged with balancing the needs of urban renewal within the requirements of historic preservation.

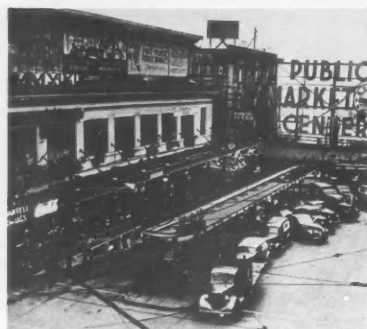
### The New Plan

In January of 1974, the Seattle City Council approved a revised urban renewal plan which had been prepared by the Department of Community Development through its Pike Project Office. Replanning was achieved through close collaboration with the Historical Commission, the Market community and other interested citizens. The new plan sought a synthesis of the need to realize economic viability and the achievement of development complementary to the historical character and function of the Market.

The late sixties and early seventies evidenced the beginnings of revitalization in the Market area. Along with the publicity of urban renewal and the "Save the Market" campaign came a renewed awareness of the Market among Seattle's residents. Farmers started coming back. Other daystalls were filled by craftspeople and artists selling their handmade articles and artwork. The revised plan sought to maintain this trend while accomplishing redevelopment and rehabilitation. The Market was to remain a vital functioning area throughout the decade-long process of renewal.

The new plan for urban renewal established five major objectives which were broken down into specific goals:

1. Preserve and perpetuate the cultural, economic, and historical qualities related to the Pike Place Market and the surrounding area, as set forth in the Historic District Ordinance.
2. Execute the work of the Project with the least possible disruption to the activity and quality of the Pike Place Market.
3. Stabilize and renew the economic and physical vitality of the Project Area.



*Entrance to the Pike Place Market*

4. Develop a community which will sustain the vitality of the Project Area.
5. Develop amenities which capitalize on and utilize the features unique to the Project Area.

In addition to these overall objectives, the new plan also established a series of eleven urban design objectives. The focus of these design objectives included the following: maintain the Market as the natural focal point in the area and provide convenient links to the waterfront and downtown retail core; perpetuate a Market environment which encourages the contributions of individuals as a source of diversity, social vitality and visual energy; achieve compatible relationships between rehabilitated buildings and new structures in the Project Area; preserve the linear qualities of Pike Place as the organizing element for the Market portion of the Historical District; preserve views to the west; provide a continuum of public spaces which respond to the social habits of people; and preserve and develop areas, enclaves and spaces of distinctive identity.

#### **Urban Design Administration**

The process of urban renewal in the Pike Place Market area has been a story of give and take between the organizations and individuals charged with carrying it out. The following have played major roles in

carrying out the administration of urban design as set out in the urban renewal plan:

1. The City of Seattle, Department of Community Development (DCD). DCD had primary responsibility for the coordination and management of the redevelopment process. The Pike Place Project drew upon both private and public funding sources to accomplish Market restoration and redevelopment.

The primary responsibility of the Pike Place Project was to implement the urban renewal plan through the acquisition and disposition of property. Site improvements and public rights-of-way were provided through funding from the Economic Development Administration, HUD (Section 312 loans and Community Development Block grants). The Project was responsible for the selection of a redeveloper or contractor for short-term projects, and for securing and dispersing funds.

2. Pike Place Market Preservation and Development Authority (PDA). The PDA is a public nonprofit corporation chartered by the City of Seattle, with the stated purpose to "undertake the renewal, rehabilitation, preservation, restoration and development of structures and open spaces in the Pike Place Market Historical District and surrounding areas in a manner that affords a continuing opportunity for Market farmers, merchants, residents, shoppers and visitors to carry on their traditional Market activities." Thus, the PDA acts as owner, developer and property manager within the Historical District. Its status as a public nonprofit corporation has resulted in optimal financing arrangements, since it has been able to obtain low mortgages, maintain low rents, spread losses and subsidize lower income-producing businesses.

#### **Significant Design Features**

In viewing the Market Area as a whole, the most significant design feature is the

consistency of urban renewal within the historic preservation context. In comparing an historical photograph of the Market entrance with a recent photograph, this consistency is evident.

#### **Conclusion**

As 1980 begins, the Pike Project Office is beginning to change its focus toward other urban renewal projects in the downtown area. Restoration and rehabilitation within the Historical District is 80 percent complete. The Historical Commission has recently approved plans for restoration of the Stewart House, a workingman's hotel built in 1902 and 1903, along with new construction to accompany and complement restoration.

With the recent award of a HUD Urban Development Action Grant, plans are going forward for restoration of the Sanitary Market Building, adjacent to the Corner Market. Private development within the urban renewal area is also well underway.

Urban renewal within the Market Historical District has been a complex and ever-changing process. Whether or not the Market has been "saved" as the proponents intended is yet to be seen. There has been a 25 percent increase in the number of Market businesses since the start of urban renewal, bringing the total of Market businesses to nearly 200. The number of people visiting the Market daily varies from just over 10,000 a day to approximately 33,000 a day on holiday weekends.

Those and other indexes of growth demonstrate the economic strength of the Market and indicate that the area as a marketing district will continue to flourish. The innovative approaches to urban design concept and administration in this project have been instrumental in the success of this revitalization.

*Text from Seattle Awards Program application*

# Lines & Numbers



## Mobile Home Trends

According to the 1977 Annual Survey of Housing, there were 3.7 million mobile homes in the U.S. housing inventory, including 3.0 million owner-occupied units, and 657,000 renter-occupied units. The total U.S. housing inventory in 1977 comprised 75.3 million housing units of which 48.8 million were owner-occupied and 26.5 million were renter occupied. From 1950 through 1979, mobile home shipments totaled 6.6 million units. More than half of these units have been shipped since January 1, 1970.

Mobile homes are usually located outside metropolitan areas, and relatively few are found in the cities. Fifty three percent of owner occupied mobile homes are located outside metropolitan areas and 63 percent of renter occupied units. About 93 percent of owner-occupied units are located outside metropolitan cities compared to 95 percent for renter units.

The mobile home as an economic alternative to site built houses is illustrated by income comparisons. In 1977, mobile home owners had incomes that averaged two-thirds of those of all owner-occupied units while the comparison for renter-occupied was 80 percent. Nearly half of mobile home owners had incomes less than \$10,000 and mobile home renters less than \$7,000.

More mobile homes are owned free and clear, 51 percent, than conventional homes, 36 percent. Monthly housing costs for mobile homeowners averaged \$214 for financed units while owners of mortgaged conventional homes averaged \$283. Monthly costs for units owned free and clear were \$102 and \$93 respectively.

HUD insures loans that finance the purchase of mobile homes and the construction or rehabilitation of mobile home courts. Since 1970, HUD-FHA has insured nearly 124,000 mobile home loans (through August 1980) valued at \$1.5 billion. The HUD-FHA share of the mobile home market is currently averaging about 10 percent of the total. This compares to one percent of the market in 1971, the first full year of HUD-FHA participation. Some 64,831 mobile home spaces were insured with a value of \$192.3 million through December 31, 1979. The Veterans Administration guarantees loans by private lenders to eligible veterans for the purchase of new or used mobile homes with or without a lot. As of April 30, 1980, the VA had guaranteed 39,427 mobile home loans with a total amount of guarantee/insurance of \$216.3 million.

## Selected Characteristics: Mobile Homes vs. Total Housing Inventory - 1977

Characteristic	Mobile Homes	Total Inventory
<b>Ownership (%)</b>		
Owner	82.2	64.8
Renter	17.8	35.2
<b>Location (%)</b>		
Inside SMSA's	43.6	68.2
Central City	6.4	30.8
Outside C.C.	37.2	37.4
Outside SMSA's	56.4	31.8
<b>Median Income of Occupant</b>		
Owner	\$10,500	\$16,000
Renter	7,000	8,800
<b>Debt Status (%)</b>		
Loan or Mortgage	48.5	64.2
Owned Free and Clear	51.5	35.8
<b>Monthly Housing Costs (Median)</b>		
Loan or Mortgage	\$214	\$283
Owned Free and Clear	93	102
Gross Rent (Median)	165	184

## Mobile Home Loans Insured by HUD-FHA as a Percent of Mobile Home Shipments, January 1, 1970 - December 31, 1979

Year	Mobile Home/ Shipments	No. of Loans	Dollar Amount	HUD-FHA Loans as Percent of Mobile Home Shipments
1970	401,190	758	\$ 6,074,960	.2%
1971	496,570	5,093	37,077,319	1.0
1972	575,940	6,650	55,611,683	1.2
1973	566,920	9,239	85,950,862	1.6
1974	329,300	5,073	50,502,987	1.5
1975	212,690	7,847	78,139,590	3.7
1976	246,120	11,580	129,015,254	4.7
1977	265,145	15,669	192,306,085	5.9
1978	274,901	22,375	307,804,758	8.1
1979	276,121	27,774	414,252,167	10.0

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